

OJJDP FY 2011 Enforcing Underage Drinking Laws Block Grant Program

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Project Abstract

The Indiana Criminal Justice Institute (ICJI) is requesting financial assistance from the Enforcing Underage Drinking Laws (EUDL) Program, sponsored by the Office of Juvenile Justice and Delinquency Prevention (OJJDP). This application proposes the creation of a pilot project to address underage and/or binge drinking on college campuses. This project is to be conducted in two phases. The first phase of this initiative is to inform students of the impending operation of underage drinking task forces operating on or near college campuses. As a part of the informational phase of this project, the announcement of the formation and operation of the proposed task forces will be accompanied by information describing the magnitude of the underage drinking problem on college campuses.

The second phase of the pilot project will involve the formation of multi-jurisdictional task force of area law enforcement officers working with the Indiana State Excise Police to target underage drinking, binge drinking activities, the sale of alcoholic beverages to minors, the furnishing of these beverages to minors, and the possession of alcoholic beverages by those too young to possess them.

The activities described in this application will be conducted by a full-time EUDL coordinator, who will be hired during the first quarter of the grant award period. An RFP for this

contractor position has been prepared and will be submitted to the Indiana Department of Administration so this position can be filled as outlined in the attached timeline.

Problem Statement

Underage drinking continues to be a concern in the United States. Most recently, the Amethyst Initiative, a call by over 100 university presidents to examine the reduction of the minimum legal drinking age as a way of reducing binge drinking on college campuses, has received national attention. While national data on underage drinking has shown a relatively stable trend, the adverse impact on young people consuming alcoholic beverages is well known. The use of alcoholic beverages has been shown to be a major factor in traffic crashes, homicide, suicides and violent crime. Within the past five years, two university campuses in Indiana experienced the death of students where intoxication is alleged to have played a critical role. When Indiana data is examined, 58.3 percent of our under 18 population in treatment admitted to alcohol use and 24.1 percent admitted to alcohol dependence. In the 18 to 24 age group, those numbers are 67.6 percent and 39.4 percent respectively. These numbers should be a source of distress for policymakers in the State of Indiana.

The Consumption and Consequences of Alcohol, Tobacco, and Drugs in Indiana: A State Epidemiological Profile 2007 (The Profile) provides a reasonably succinct description of the problem of alcoholic beverage consumption in Indiana. The Profile examined data from the Youth Risk Behavior Surveillance System (YRBSS), the National Survey on Drug Use and Health (NSDUH), the Monitoring the Future Survey (MTF), and the Alcohol, Tobacco, and Other Drug Use by Indiana Children and Adolescents Survey (ATOD). Across all measures of youth drinking reported by these surveys, Indiana youth mirror the national patterns in underage and binge drinking through 2006. For instance, the 2003 and 2005 YBSS reported that "...44.9

percent and 41.4 percent of high school students in Indiana had consumed at least one alcoholic beverage in the past 30 days” (p. 28). The national numbers for both years was 44.9 percent. The Profile also reported that “across all years, the estimated prevalence of binge drinking for 12-17 year-olds in Indiana is statistically identical to the nation’s” (p. 29). 2004-2005 data from the NSDUH that looked at individuals age 12-20 found that 28.53 percent of that sample had used alcoholic beverages within the last thirty days and over 19 percent had engaged in a binge drinking episode within that time frame.

In a recent assessment of efforts to diminish underage drinking in Indiana there was no reported evidence of a collaborative, systematic effort by law enforcement to enforce alcoholic beverage laws in and around college campuses. Similarly, an interview with the Superintendent of the Indiana State Excise Police indicated that no efforts had ever been undertaken to coordinate task force operations specifically directed to address underage and binge drinking on or around college campuses in the State of Indiana. Yet the need for law enforcement to be active on or near college campuses has been reinforced. Very recently, incidents involving large numbers of arrests for drinking incidents on or near college campuses in Indiana have been reported. On September 20, 2008, the Indiana State Excise Police issued 97 summonses during the Indiana University-Ball State University football game. Those citations, issued in a popular area for tailgating, were also accompanied by five arrests for public intoxication and one arrest for intimidation. On the morning of September 21, 2008, in South Bend, Indiana (near the Notre Dame campus), 41 arrests were made of college students by Indiana State Excise Police officers in cooperation with South Bend police officers. Two of those arrested were Notre Dame football players. Another report of that same incident indicated that 19 of those arrested in South Bend were student athletes.

The current research on underage drinking has taken on a rather settled look since 2000. The profile of underage and binge drinking among college students has been examined most extensively from 1993 through 2007 by way of Harvard University's College Alcohol Study (CAS), "Since 1993, over 50,000 students in a nationally representative sample of 140 colleges in 39 states have responded to our ...surveys" (Wechsler, Nelson & Weitzman, 2000). In fact, all of the research reviewed for this application readily concluded that heavy episodic drinking by college students continues to be a national problem (Wechsler, Nelson & Weitzman, 2000; Wechsler, Lee, Nelson & Kuo, 2002; Saltz, 2004; and Turrisi, Mallett, Mastroleo & Larimer, 2006). The research was also clearly marked by two streams of information; one stream dedicated to defining the problem and another dedicated to promising activities that may diminish alcohol abuse on college campuses. For instance, the definition of binge drinking has also reached some consensus. Several reports described a binge drinker as a person having "5 drinks in a row for men or 4 drinks in a row for women during the 2 weeks before the completion of the questionnaire" (Wechsler, Nelson & Weitzman, 2000; Wechsler, Lee, Nelson & Kuo, 2002; Weitzman & Kawachi, 2000; and Peele, S., 2007).

When the research is examined that attempts to develop a profile of the problem of binge drinking, several facts emerge. These include:

- More than 1400 college students die annually in alcohol-related events, primarily traffic crashes.
- More than 2 million college students (of a total of 8 million) occasionally drive under the influence of alcohol; and more than 3 million students ride with a drunk driver.
- More than 500,000 students annually suffer unintentional injury under the influence of alcohol.

- More than 600,000 students annually are hit or assaulted by another student who has been drinking. (Saltz, 2004/2005)

One estimate found in the literature provided that 42 percent or 3 million students attending college have consumed five or more alcoholic beverages on a single occasion within 30 days of responding to a particular survey. Furthermore, drinking to excess on or near college campuses has led to over 112,000 arrests (Turrissi, Mallett, Mastroleo & Larimer, 2006). These same authors also identified the highest risk drinking population on college campuses- those individuals in the Greek letter social organizations and student athletes.

Researchers examining the efficacy of brief interventions as a method of diminishing alcohol abuse among college students added to the profile of the binge drinking problem. In their review of the 2003 Monitoring the Future study, Larimer, Cronce, Lee and Kilmer (2004/2005) noted that:

- 86 percent of college students participating in the 2003 Monitoring the Future study reported having consumed alcohol at least once in their lives.
- 39-44 percent of college students...reported binge drinking at least once in the two weeks preceding the survey.
- Almost one-third of college students studied met DSM-IV criteria for alcohol abuse; 6 percent met DSM-IV criteria for alcohol dependence.

The literature regarding the magnitude of problem drinking on college campuses is in some ways a blinding flash of the obvious. The issue was regarded as problematic by all who wrote on this topic. The description of underage and binge drinking on campus as an “enduring problem” presents an accurate assessment. The majority of students attending college have consumed alcoholic beverages and nearly one-half admit to engaging in behavior that is

consistent with academic definitions of binge drinking. Over and over the data reminds the reader that the use of alcoholic beverages by this population routinely leads to increases in arrests, injury and even death. The call by some university presidents to open the dialogue on this topic or to reduce the minimum legal drinking age continues to demonstrate the contemporary nature of this problem. In Indiana, the citation of large numbers of students or the arrest of prominent student athletes also indicates the enduring and urgent nature of this problem. The natural question that flows from examining the nature of the problem is what can be done? The literature here also provides some promising direction.

The research identified and reviewed here was conclusive on one very important item, the minimum legal drinking age (MLDA). Citing the National Minimum Purchase Age Act passed by Congress in 1984 that encouraged the standardization the age of 21 for the purchase of alcoholic beverages, Wechsler, Lee, Nelson and Kuo (2002) lauded the MLDA law as the “single most effective method to combat alcohol use and its adverse consequences among young people” (p.223). These authors and Wagenaar, Toomey and Lenk (2004/2005) mentioned that a variety of studies have confirmed that the MLDA has reduced underage drinking, contributed to the significant reduction in traffic fatalities among the 18 to 20 population demographic, and aided in the reduction in alcohol-related suicide and vandalism.

Conversely, from the literature it appears that attempting to address the issues related to underage drinking are not impacted at all by approaches that are educationally based to the exclusion of other activities or approaches (Wechsler, Nelson & Weitzman, 2000). In that study, the researchers found that 80 percent of students had been exposed to some alcohol education effort. Unfortunately, those who needed this information the most, the binge drinker, seemingly

ignored the educational outreach. The wisdom here is that education, by itself, will not solve the problem.

The data Wechsler, Nelson and Weitzman (2000) gathered for this reasonably early examination of this topic also pointed out that other students on college campuses want an environment free from the adverse collateral impact that comes with binge drinking. When probing what sort of controls these students would support to diminish binge drinking, six items had at least a majority of student support. The control mechanisms most supported by students were: banning ads from local alcoholic beverage outlets (52 %), holding party hosts responsible for the aftermath of drinking episodes (55%), crack down on Greeks (60%), prohibiting kegs on campus (60%), enforcing rules strictly (65%), and crack down on underage drinking (67%) (see page 40). Two years later, the student support for enforcement of underage drinking laws was still very strong among the student population with 77% supporting a crack down on those violating underage drinking laws (Wechsler, Lee, Nelson & Kuo, 2002). Enforcement, it seems, would be welcomed among the non-binge drinking students on college campuses.

The work related to screening and intervening in the lives of those adversely engaged in heavy episodic drinking and the examinations of collaborative, community-wide initiatives to diminish binge drinking seem to hold great promise. Larimer, et al. (2004/2005) reviewed four screening tools already in use on many college campuses that aid in identifying individuals with drinking issues. Larimer's work also discusses the issue of individual screening and universal screening where an entire incoming freshman population group would be screened. The screening and intervention material indicate that currently universities are more commonly screening individuals and then using either peer counselors or professional counselors.

Saltz (2004/2005) published a summary of the final report of the National Institute on Alcohol Abuse and Alcoholism (NIAAA). The NIAAA Task Force recommendations were stratified into four groups or tiers based on the evidence-based support garnered by the individual strategy. Cognitive skill training and motivational interventions made up tier one. Tier two strategies have been shown to work with the general population and hold promise in their potential application in college settings. The recommendations in this tier included such things as increasing publicity regarding the enforcement of laws related to impaired driving, increasing the enforcement of impaired driving laws, restricting alcohol retail outlet density, increasing the prices and excise taxes on alcoholic beverages and developing campus and community coalitions to implement alcohol abuse strategies. While tier two approaches have not been evaluated on college campuses, Saltz (2004-2005) believed they held promise to guide actions on college campuses. Tier three approaches come from a more theoretical base and may require comprehensive evaluation. Tier three strategies include such things as marketing campaigns to correct misperceptions of alcoholic beverage consumption, the consistent enforcement of campus alcoholic beverage policies and regulating “happy hour” promotions. Finally, tier four approaches are those demonstrating ineffectiveness, like simple educational efforts by themselves or providing students with breathalyzers.

The information found in the literature regarding desired approaches to diminishing underage and binge drinking point discerning readers in a couple of directions. Studies back to 2000 indicate that the consistent enforcement of drinking policies and the enforcement of underage drinking laws are supported by the students themselves. Efforts to bring this problem under control would also indicate that two obvious target populations may include those in the Greek letter societies and student-athletes. Efforts that inform underage and/or binge drinking

students must be combined with some other targeted initiative, education alone does not work. Finally, campuses exist within communities. To control this phenomenon, efforts should be made to include community collaboration. The works found identified several viable mechanisms to begin addressing this problem. This application provides a two phase approach to address this issue.

Program Goals and Objectives

The Indiana Criminal Justice Institute (ICJI), by the direction of its Youth Division and in collaboration with its Traffic Safety Division, seeks to reduce the problem of underage drinking through deliberate statewide and community-level prevention efforts. ICJI anticipates the change in community attitudes and policies and increased strategies aimed at preventing and reducing underage drinking. Through the development and increase in community-level prevention efforts focused on underage drinking we anticipate a change in what is currently perceived as normative and acceptable behavior by minors who use and/or abuse alcohol. This grant will assist efforts toward community collaboration with new and existing stakeholders, youth and adult partnerships, and public education with responsibility toward reducing the high rates of alcohol use by youth in Indiana.

This year's strategy is to partner with Indiana colleges and universities and assist in the education and prevention of underage drinking. In this grant cycle, new and innovative media campaigns specific to college-aged young people will be developed to increase public education and awareness of underage drinking laws and issues. Other media campaigns will be developed to complement the broader strategies directed at young people in high school and the adults that may be willing to provide alcohol to them. This line of thinking often follows adolescents into

adulthood, shaping society's tolerance of the misuse of alcohol. In line with targeting adults, we will continue our collaboration with the Indiana State Excise Police to enforce laws for liquor retailers as well as assist with the project on college and university campuses.

Project/Program Design/Implementation

Phase One – Media Awareness

The project on underage drinking enforcement on and near college campuses will commence with a media event announcing the formation of one or more underage drinking task forces throughout Indiana. These events will be held near the site of the first task force to go into operation. At the conclusion of task force operations, a news release will be generated that will describe the outputs of the task force initiative. This constitutes the informational stage of this project to alert students, those under the age of 21 who may consider consuming alcoholic beverages, and those in the alcoholic beverage industry in the affected area about the pending presence and operation of these task forces. The type of media to convey this message will include:

- “Social Norming” marketing campaign on and around college campuses to bring awareness to this issue.
- Partner with local retail outlets where students shop on a regular basis that distribute alcohol (such as gas stations, convenience stores, grocery stores, etc.) and disseminate messaging in those places.
- Create and develop PSAs (Public Service Announcements) for use with campus-based media such as university radio and television stations to broadcast messaging.
- Incorporate targeted, web-based advertising to promote relevant messaging.

- The use of university newspapers/print, local outdoor advertising, retail/point of sale advertising as messaging platforms are all equally effective.

Generating a sustained awareness of a consistent message (i.e. branding) should result in an increased acceptance of the message and should ultimately result in a more accurate perceptions of peer drinking. Ideally, this approach should lead to a reduction of alcohol consumption. In many cases students often have exaggerated perceptions about how much their peers drink, which in turn causes the individual student to drink more excessively (i.e. binge drink). Perceptions of “social norms” are often a good predictor of actual (positive or negative) behavior. As a community issue, the project would also reach out to a younger audience to impact social norming. Using ICJI staff, this project will reach out to middle school/junior high school students by:

- Partnering with schools to create pledges that students sign vowing not to drink or ride in a vehicle with someone who has been drinking;
- Providing backpack inserts to parents featuring “conversation starters” about how to talk with kids about underage drinking;
- Email blasts to parents and school administrators with relevant and timely information (timely: Spring Break, Homecoming, Prom and Graduation);
- Contests rewarding students for positive behavioral choices; and,
- Using local media to reinforce these activities.

The general media interaction for the project at the selected venues would also include utilizing earned media opportunities, distributing timely and appropriate news releases, conducting interviews with the press, submitting Op/Ed articles; and website features.

Phase Two – Task Force Operations

Prior to the media event(s) announcing this operation, the cooperation area law enforcement will have been secured. The coordination of the task force operations and the announcement will be made in such a way that the media event signals the beginning of enforcement operations.

The multi-jurisdictional task force against underage drinking may be composed of officers of the following:

- 1) the Indiana State Excise Police;
- 2) the campus police department;
- 3) a municipal police department if the university is located within the boundaries of a city;
- and
- 4) the county sheriff's department in which the university is located.

The task force(s) will operate using grant funding to pay for the enforcement activity of officers deployed in an overtime capacity. All participating agencies will enter into a memorandum of understanding regarding the number of officers that may be deployed from each respective agency, the agency lead for general report submissions, and the use of non-personnel resources.

The Indiana Criminal Justice Institute (ICJI) will convene an initial meeting with the commanding officers of all prospective partners (or their designees) to the task force to describe the underage drinking task force process. These representatives will be advised of the method to secure the necessary grant funding to participate in this effort. Once the number of participants for each respective campus is identified, grant announcements for this funding will be released.

A second meeting for operational purposes will be held with line level officers who will be deployed in this effort. At that meeting the following items will be described or discussed:

- goals and objectives of the underage drinking task force;
- days and times of operations (three month operations);
- the method of filing officer activity reports;
- the method of vouchering for individual payments by the officers; and,
- a short review of the Indiana Code involving the most probable laws on which the officers will base most of their enforcement actions; and
- identification of task force teams.

At the conclusion of a task force operation, output data secured by the Indiana State Excise Police will also be forwarded to ICJI for the compilation of a final report. All participating agencies will also be invited to a post-action briefing at the conclusion of all operations associated with this pilot project. A final report will also be provided to the Board of Trustees of the Indiana Criminal Justice Institute.

Performance Measures

All data collected, on the three performance measures of our programs, will be reported to the Office of Juvenile Justice and Delinquency Prevention through the Data Collection and Technical Assistance Tool (DCTAT).

1. Support of statewide task forces

Performance Measure: Number of agencies involved in task force activities that support underage drinking prevention or enforcement.

Data Collected: Number of agencies involved in task force activities that support underage drinking prevention or enforcement.

2. Support of public advertising campaigns

Performance Measure: Number of earned media coverage episodes/events (interviews, op-ed pieces, TV coverage, etc.).

Data Collected: Number (by type) of earned media coverage episodes/events related to EUDL activities, underage drinking prevention and/or enforcement.

3. Support of innovative programs to prevent and combat underage drinking

Performance Measure:

- a. Percent of EUDL grantees/sub-grantees implementing one or more evidence-based best practices (e.g., underage drinking programs, practices, or strategies).
- b. Percentage change in retail establishments that are in compliance from the first to the second reporting period.

Data Collected:

- a. Number of EUDL grantees/ sub-grantees implementing evidence-based best practices, compared to by total number of grantees/sub-grantees.
- b. Number of retail establishments found compliant, compared to total number of retail establishments checked for compliance for each reporting period.

Capabilities/Competencies

During the first quarter of the grant award period, the Indiana Criminal Justice Institute will hire an independent contractor to serve as the full-time Enforcing Underage Drinking Law (EUDL) coordinator for the State of Indiana. This contractor will report directly to the ICJI Executive Director. Responsibilities for this position include (but are not limited to):

- Coordination of activities which ensure that EUDL formula funding, as well as other appropriate state resources, are used to support the goals and objectives in the EUDL strategic plan;
- Work with ICJI Executive Director to implement pilot project meant to address binge drinking on and near college campuses in Indiana;

- Development of a work plan and project objectives to ensure timely implementation of pilot project and strategic plan activities;
- Assist in the development of the State Strategic Plan Coalition and attend all meetings as scheduled;
- Provide training and technical assistance to local communities as needed;
- Assist in completing the FY 2012 EUDL Block Grant application;
- Provide monthly reports to ICJI indicating the status of reaching all project objectives;
- Attend the OJJDP National EUDL Conference; and
- Other EUDL activities as necessary.

SMART

Please see attached document.

References

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